



## **MEETING AGENDA**

### **TUALATIN PLANNING COMMISSION**

**September 17, 2015; 6:30 p.m.  
JUANITA POHL CENTER  
8513 SW TUALATIN RD  
TUALATIN, OR 97062**

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1. **CALL TO ORDER & ROLL CALL**  
Members: Alan Aplin (Chair), Bill Beers (Vice Chair), Jeff DeHaan, Angela Demeo, Cameron Grile, Mona St. Clair, and Janelle Thompson.  
Staff: Aquilla Hurd-Ravich, Planning Manager; Cindy Hahn, Associate Planner.
2. **APPROVAL OF MINUTES**
  - A. Approval of June 18, 2015 Minutes
3. **COMMUNICATION FROM THE PUBLIC (NOT ON THE AGENDA)**  
Limited to 3 minutes
4. **ACTION ITEMS**
5. **COMMUNICATION FROM CITY STAFF**
  - A. Basalt Creek Concept Plan Project Briefing
6. **FUTURE ACTION ITEMS**
7. **ANNOUNCEMENTS/PLANNING COMMISSION COMMUNICATION**
8. **ADJOURNMENT**



# STAFF REPORT

## CITY OF TUALATIN

**TO:** Tualatin Planning Commissioners

**FROM:** Lynette Sanford, Office Coordinator

**DATE:** 09/17/2015

**SUBJECT:** Approval of June 18, 2015 Minutes

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**ISSUE BEFORE TPC:**

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**Attachments:** [TPC Minutes 6.18.15](#)



# City of Tualatin

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UNOFFICIAL

## TUALATIN PLANNING COMMISSION

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MINUTES OF June 18, 2015

### TPC MEMBERS PRESENT:

Alan Aplin  
Adam Butts  
Bill Beers  
Jeff DeHaan  
Mona St. Clair  
Janelle Thompson  
Cameron Grile

### STAFF PRESENT

Aquilla Hurd-Ravich  
Cindy Hahn  
Ben Bryant  
Clare Fuchs  
Lynette Sanford

### TPC MEMBER ABSENT:

**GUESTS:** Allison Reynolds

#### 1. CALL TO ORDER AND ROLL CALL:

Alan Aplin, Chair, called the meeting to order at 6:30 pm and reviewed the agenda. Roll call was taken.

#### 2. APPROVAL OF MINUTES:

Mr. Aplin asked for review and approval of the May 21, 2015 TPC minutes. MOTION by Beers by SECONDED by Butts to approve the minutes. MOTION PASSED 7-0.

#### 3. COMMUNICATION FROM THE PUBLIC (NOT ON THE AGENDA):

None

#### 4. ACTION ITEMS:

##### **A. Sign Variance for Cabela's store in the Office Commercial (CO) and Central Commercial (CC) planning district at 7555 SW Nyberg Street (Tax Map and Lot 2S124B2100, 2S124A2507 and 2700) (SVAR-15-01) (Quasi-Judicial)**

Mr. Aplin read the quasi-judicial script for sign variances.

Clare Fuchs, Senior Planner, presented the staff report for the Sign Variance for Cabela's temporary banners which included a PowerPoint presentation. The sign variance request would allow 10-foot high banners and 120 square foot banners

These minutes are not verbatim. The meeting was recorded, and copies of the recording are retained for a period of one year from the date of the meeting and are available upon request.

instead of 3-foot maximum height and 42 square foot banners the code allows.

Ms. Fuchs stated the temporary banner sign code outlines that a banner shall not be erected sooner than 30 calendar days prior to a new business opening, which doesn't pertain to Cabela's since it's already open. A banner shall be displayed at least seven days and may be displayed up to 60 days; and a banner shall be no greater than three feet in height from top to bottom and 42 square feet in area. Cabela's plan is to switch out the banners based on the scheduled events.

Ms. Fuchs explained that the decision alternatives include approval, approval with amendments, or request for the applicant to modify or denial of the application.

Mr. Beers asked if the banners are required to be up a minimum of seven days. He noted that the application packet showed nine banners. If they use all nine banners, it will be over the 60 day limit. Ms. Fuchs responded that the Commission members may want to make a motion to waive the seven day requirement. Ms. Thompson asked if the 60 day limit is per banner or the combined total of the banners. Ms. Fuchs responded that the 60 day limit is for the combined total. Mr. Aplin asked if the banners will be mounted in the same location each time. Ms. Fuchs responded that the banners will be located on the front façade of the building, not the I-5 frontage. Mr. DeHaan asked the cost of the temporary banner permit. Ms. Fuchs responded that it costs \$70. Mr. DeHaan asked about enforcement of the signs. Ms. Fuchs responded that the City of Tualatin has a Code Enforcement Officer who works for the Police department. If the banner is up longer than the approved period, the officer will contact them and issue a citation, if necessary.

*Allison Reynolds, Radler, White, Parks and Alexander, 111 SW Columbia, Suite 1100, Portland, OR 97201*

Ms. Reynolds was representing the law firm of Radler, White, Parks and Alexander, on behalf of Cabela's. Ms. Reynolds stated that Cabela's plan was to mount the banners for three to four days each to highlight each sale. If the Commission members decide to enforce the seven day maximum, then Cabela's would determine the specific sales they want to highlight. Ms. Reynolds noted that the store is tucked back in the corner of the site and the size requested matches the façade and the scope of the permanent signs.

Ms. Fuchs stated that the Planning Commission could amend the resolution to have eight of the signs up for the seven day maximum and the ninth sign up for three to four days. They could also choose to have all nine signs up for three to four days each. Ms. Reynolds noted that they would prefer to have the signs up for three to four days instead of the full seven. This would still meet the 60 day maximum requirement.

Mr. DeHaan asked if they considered putting the signs on the I-5 frontage. Ms. Reynolds replied that Cabela's decided the front of the building was sufficient to

effectively advertise their particular sales. Mr. DeHaan asked if the placement of the signs is dictated within the variance. Ms. Fuchs responded that the applicant is requesting the signage be mounted on the front southeast elevation exclusively.

Mr. DeHaan expressed concern about this variance becoming precedence for other businesses in Tualatin wanting additional signage. Ms. Hurd-Ravich responded that the other businesses would have to establish a hardship based on the same criteria and have to go through the same sign variance process.

MOTION by Beers SECONDED by St. Clair to recommend approval of Sign Variance SVAR-15-01. MOTION PASSED 6-1. (DeHaan dissenting)

**B. Consideration of Resolution 05-15TPC for a temporary banner sign variance for Cabela's store located in the Office Commercial (CO) and Central Commercial (CC) Planning District.**

MOTION by Beers SECONDED by Butts to approve the resolution as written. MOTION PASSED 6-1. (DeHaan dissenting)

**5. COMMUNICATION FROM CITY STAFF:**

**A. Industrial Site Readiness Project**

Ben Bryant, Economic Development Manager, presented an overview of the Industrial Site Readiness project which included a PowerPoint presentation. Mr. Bryant stated the purpose of this meeting is to make the Planning Commission members aware of the study and stated that he will be back in September with additional details.

Mr. Bryant acknowledged that in 2012, Metro developed an inventory of the region's large (25 acres or larger) industrial sites needed for high-paying manufacturing and other traded-sector employers. At that time, there were 56 large sites identified for future industrial jobs. However, the analysis found that most sites in the region have many constraints requiring significant investments and new policies to make them ready for development.

In Tualatin's Planning Area, there were five sites identified. Those sites included:

- PacTrust Koch Corporate Center
- Intel Property
- Tigard Sand & Gravel
- Tonquin Industrial Area
- Morse Brothers, Inc.

Mr. Bryant stated that Tualatin partnered with Washington County, Forest Grove, and Hillsboro to conduct an analysis of the sites. The purpose was to answer the

following questions:

- What is the value of the existing site?
- What is a potential development pattern?
- How much is the cost of infrastructure to serve the site?
- What is the value of the land in “shovel-ready” form? Is there a financial gap?
- What are the public financial benefits?

Mr. Bryant presented the site analysis of two of the properties. The first was the Itel property which consists of 41 acres and the second was the Tigard Sand and Gravel site which consists of 72 acres. Mr. Bryant stated that they worked with a development company to maximize the sites for development.

Mr. Bryant stated the next steps in this process will be taking the sites and analyzing the infrastructure and site costs as well as the public benefits (property taxes and income taxes). Mr. Bryant noted that we are collaborating with the City of Sherwood, who completed a similar concept plan.

Mr. DeHaan asked if there is a market gap and if the public benefits are great enough, will there be a public investment to make this happen. Mr. Bryant responded that is part of it, but this can also help us shape our capital improvement plans and benefit the property owners.

Mr. Aplin asked if there is an active marketing plan. Mr. Bryant responded that we will know more about the marketability plan when we know the costs involved.

## **B. Basalt Creek Concept Plan Briefing – Land Use Scenarios and Jurisdictional Boundary Options**

Cindy Hahn, Associate Planner, presented an update on the Basalt Creek Concept Plan which included a PowerPoint presentation. Ms. Hahn stated that the purpose is to familiarize the Planning Commission with this material and to provide a verbal summary of discussion between the Tualatin and Wilsonville City Councils that occurred at the Joint City Council meeting on June 17, 2015. The focus of the last few months was conducting a more detailed sewer alternative analysis.

Ms. Hahn stated that two jurisdictional boundary options were developed for City Council consideration. Boundary Option 1 results in a near equal split of the 391 developable acres in the planning area between Tualatin and Wilsonville, while Boundary Option 2 allocates roughly 40% of the developable acreage to Tualatin and 60% to Wilsonville.

Ms. Hahn went through the slides that showed detailed maps of the current city limits, proposed city limits, existing transportation network, and the proposed local street network.

Ms. Hahn presented the slides that detailed the two land use scenarios for each option. Both options include land for residential development, a small amount of neighborhood retail, and employment transition lands in Tualatin. Land Use Option 1 also includes land for industrial development. Ms. Hahn presented an overview of the anticipated performance of the transportation system at buildout of the area. Ms. Hurd-Ravich added that the diagram is from a regional model and does not include public transportation. Mr. Grile confirmed that the regional model accounts for a small percentage of public transportation trips.

Ms. Hahn stated that the next steps in this process include modifying the option based on the Joint City Council feedback, conduct public outreach, prepare the draft final concept plan, and draft and adopt plan amendments and reports in each City.

Ms. Hahn added that at the Joint Council Session the previous evening, there was discussion about equity and what is fair to each jurisdiction. Tualatin had a work session on June 8, where the Council leaned heavily towards Option 1. At the Wilsonville work session on June 15, their Council leaned heavily towards Option 2. Ms. Hahn noted that the reasons our Council favored Option 1 was due to the desire to keep the residential area together. They were also concerned about the canyon and Basalt Creek. There was also discussion about wanting Basalt Creek to be under one regulatory jurisdiction. In the end, Wilsonville was in agreement with Tualatin taking in the residential area, but in order to do that we need to look at the west side of the creek and determine where to shift the boundary so that Wilsonville would have additional employment land.

Mr. Beers inquired about the multi-family zones and didn't think that a survey to the property owners was a good method to determine where to locate multi-family land. Ms. Hurd-Ravich responded that this is a way to model uses to find out how it's going to impact trips and infrastructure in terms of utilities and costs. Ms. Hahn noted that the property owners near Horizon School are interested in multi-family; the rest will be residential detached units including townhomes.

Mr. Aplin inquired about the potential pump station. Ms. Hahn responded that the sewer system will be in Wilsonville with additional details to be determined. Mr. Aplin asked about the SDC fees and which City's are higher. Ms. Hurd-Ravich responded that Wilsonville's are a bit higher than Tualatin's.

## **6. FUTURE ACTION ITEMS**

Ms. Hurd-Ravich stated that there are no agenda items or updates for the July Planning Commission meeting and it will most likely be canceled. The Commission members agreed to cancel the July meeting and a decision will be made about the August meeting at a later date.

## **7. ANNOUNCEMENTS/PLANNING COMMISSION COMMUNICATION**

Mr. Butts stated that he is relocating and will no longer be a Commission member as of September.

8. **ADJOURNMENT**

MOTION by Beers SECONDED by DeHaan to adjourn the meeting at 8:09 pm  
MOTION PASSED 7-0.

\_\_\_\_\_ Lynette Sanford, Office Coordinator





# MEMORANDUM

## CITY OF TUALATIN

**TO:** Tualatin Planning Commissioners

**THROUGH:** Aquilla Hurd-Ravich, Planning Manager

**FROM:** Cindy Hahn, Associate Planner

**DATE:** 09/17/2015

**SUBJECT:** Basalt Creek Concept Plan Project Briefing

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### **ISSUE BEFORE TPC:**

Staff will provide Planning Commission with an update on the Basalt Creek Concept Plan project.

### **EXECUTIVE SUMMARY:**

At tonight's meeting, staff will share the results of the newest boundary option and land use scenario analysis for the Basalt Creek planning area (Attachment A).

At the next Tualatin and Wilsonville Joint City Council meeting, postponed from September 8 to mid- to late October, the Councils will be asked to provide direction to the project team on a land use and boundary option in order to develop a preferred alternative for the concept plan, which will be presented for public input this fall.

### **DISCUSSION:**

#### **Background**

The Basalt Creek Concept Plan will establish a vision and jurisdictional boundary for the 847 acres between the cities of Tualatin and Wilsonville. At the Joint Council meeting in June, the project team presented two boundary and land use alternatives to the base case scenario. At that meeting, the two Councils discussed the land use types, key indicators and potential benefits of the two draft boundary options. The Tualatin City Council favored Option 1 while the Wilsonville City Council favored Option 2.

In particular, Tualatin Councilors expressed significant interest in designating the land south of the future Basalt Creek Parkway, between Boones Ferry Road on the east and the Basalt Creek Canyon on the west, as future City of Tualatin residential land in recognition of the existing residential community. City of Wilsonville Councilors expressed concern over the disparity in Option 1 with regard to the benefits realized by each city and proposed a modified boundary north of the future Basalt Creek Parkway west of the Basalt Creek Canyon. Both Councils agreed the West Railroad Area is significantly constrained and should be removed

from the analysis at this point and its future development discussed further between the Cities as well as Metro in the future. The Councils also discussed the proposed sanitary sewer system, as it differs from the proposed boundary options, and how risks can be ameliorated and financial savings shared. The Joint Council directed staff to develop an alternative addressing these interests and concerns.

### **Boundary Option 3**

Boundary Option 3 responds to Joint Council input in several areas:

- West Railroad area is taken out of the equation for the planning period. No employment or development is assumed due to the significant environmental, transportation and infrastructure cost.
- Natural and sensitive environmental areas are preserved, both in the Basalt Creek Canyon and West Railroad areas.
- A proposed boundary extends south on Boones Ferry Road to include existing residential parcels in Tualatin's jurisdiction, thus recognizing the existing community and ensuring a cohesive residential zone.
- A proposed boundary is shifted on the west side of the Basalt Creek Canyon area to create a more cohesive industrial district in Wilsonville near the intersection of the new Basalt Creek Parkway and Graham's Ferry Road. This ensures compatible employment uses between the cities while considering topography and parcel lines. Additionally Tualatin's southern residential neighborhoods are buffered from industrial land.

Boundary Option 3 also considers jurisdictional equity through the lens of developable acres, phasing and infrastructure costs, and more balanced property tax returns. Due to high market demand for housing, Tualatin realizes a return on investment (through assessed value and property taxes) from this near-term demand more quickly, while Wilsonville includes a little more land to offset the higher overall infrastructure costs and delay in return on investment by fulfilling the employment capacity expectations for the planning area.

A key consideration for the Tualatin Council in assessing the merits of Option 3 is which option creates the most complete cohesive community for our city? Option 3 provides additional residential land within Tualatin, maintains the integrity of the residential area west of Boones Ferry Road, and puts the majority of the Basalt Creek Canyon in one jurisdiction to ensure cohesive regulation of this sensitive natural resource. Employment transition areas provide low-impact employment opportunities, open space and landscape buffers, as well as insulate Tualatin's southern residential neighborhoods from industrial development in Wilsonville. The land use scenario is designed to have robust and efficient infrastructure systems that are not cost prohibitive and generally, development "pays its way."

Performance indicators were reviewed to evaluate Boundary Option 3 using Envision Tomorrow (modeling software). Information on the model outputs will be provided at the Joint Council meeting, but indicators closely related to the project's guiding principles are included in tonight's presentation materials (Attachment B). The Basalt Creek area is important for the long-term growth of Tualatin's southern neighborhoods, Wilsonville's industrial base, and employment opportunities for residents of both cities. Conducting a thorough and thoughtful planning process will identify and resolve potential impacts on the community. The Basalt Creek area presents an opportunity to maximize assessed property value, integrate jobs and housing, develop efficient transportation and utility systems, create an attractive residential and business community, incorporate natural resource areas, and provide recreational opportunities as community amenities and assets.

## **Expected Results**

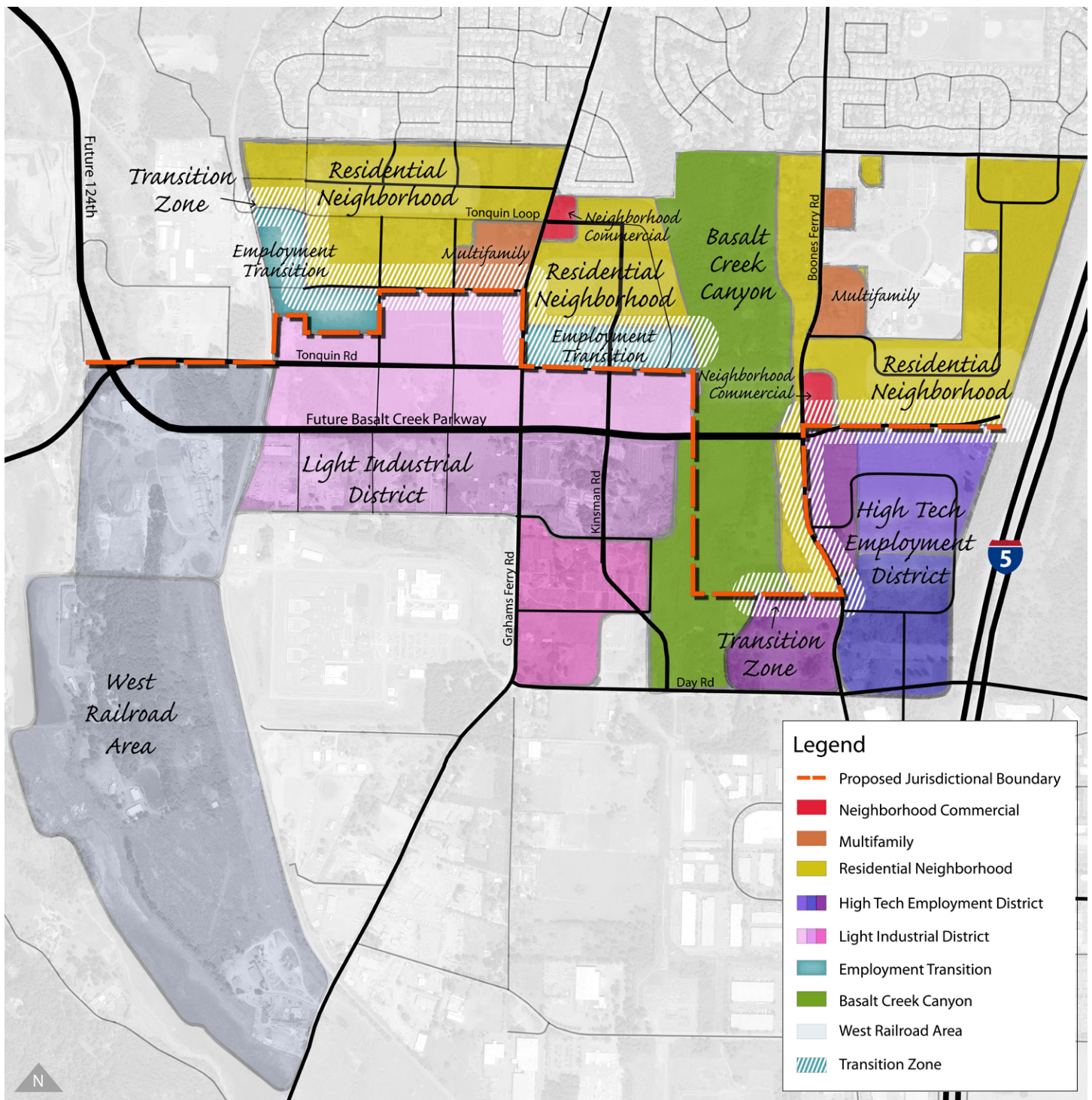
Tonight's presentation is intended to familiarize Planning Commission with the newest land use scenario analysis for Basalt Creek and its impacts for Tualatin. The project team will be seeking direction on a preferred jurisdictional boundary and land uses at the next Joint Council meeting in October.

## **Next Steps**

The Joint Council meeting in October will be the fourth Tualatin and Wilsonville Joint City Council meeting for the Basalt Creek Concept Plan. Based on the discussion and guidance received at the upcoming meeting, the project team will refine a preferred land use alternative for the Basalt Creek Concept Plan. That preferred alternative will be presented at a Public Open House this fall and drafting of the Concept Plan will begin with expected completion in early 2016.

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**Attachments:**    A. Boundary Option 3  
                          B. Presentation



## Boundary Option 3 Land Use Scenario

### Basalt Creek Concept Plan







# **Planning Commission Briefing Boundary Option 3 for Basalt Creek**

Tualatin Planning Commission  
September 17, 2015



# Purpose of Tonight's Meeting

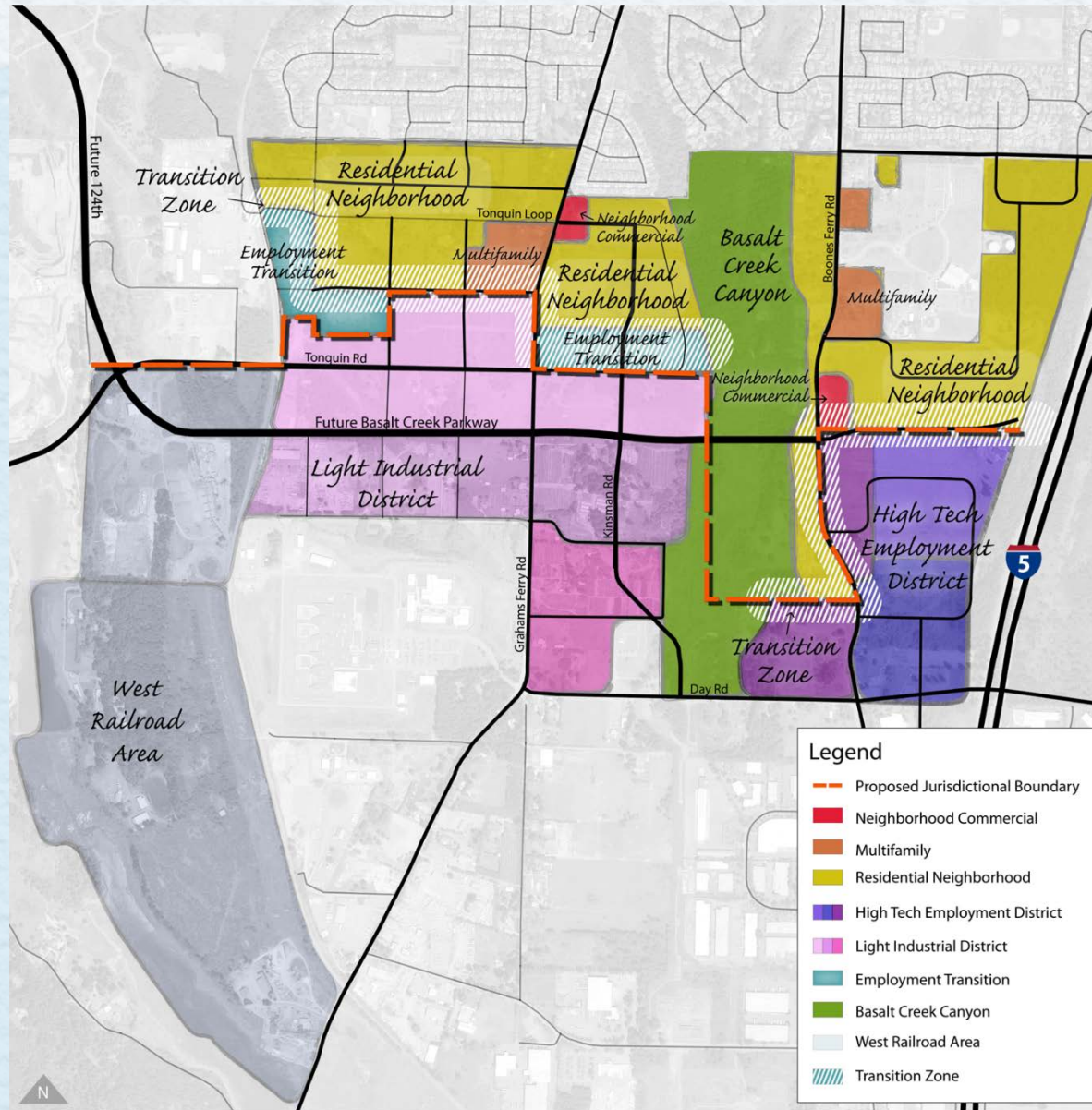
- Present Boundary Option 3 and share preliminary analysis results
- Summarize Council direction at August 24, 2015 Work Session



# Key Points from Joint Council for Tualatin

- Consensus reached on:
  - Provide buffering around Greenhill Lane
  - Maintain continuity of residential neighborhood west of Boones Ferry Road next to Basalt Creek canyon
  - Protect Basalt Creek canyon
  - Remove West Railroad from Tualatin's jurisdiction
  - Provide buffering for existing residential neighborhoods
  - Maximize gravity sewer and minimize pump stations
- Conversation around:
  - Place jurisdictional boundary along property lines rather than roads west of Basalt Creek canyon

# Boundary Option 3







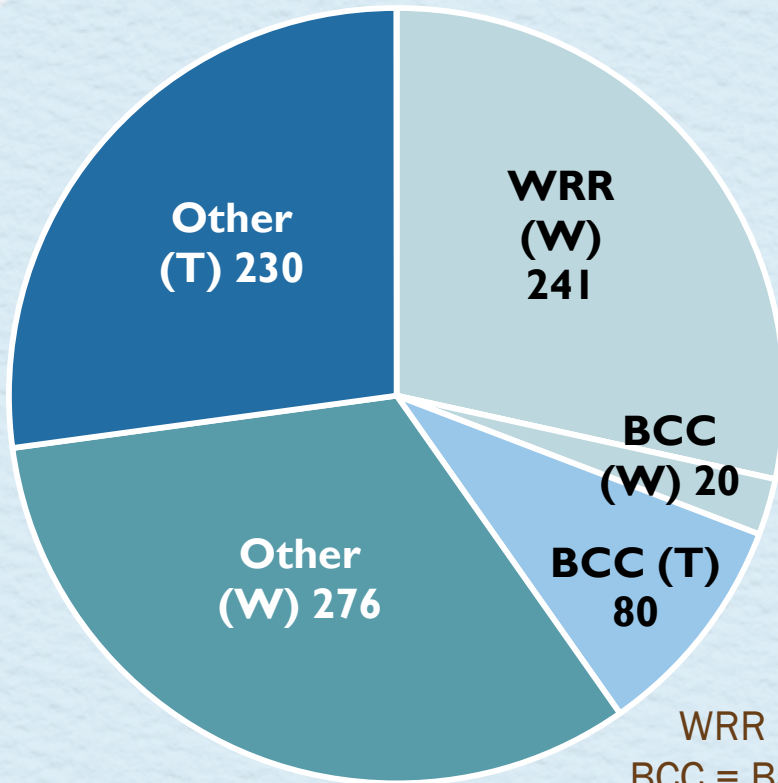
# Next Steps

- October: Joint Tualatin and Wilsonville City Council Meeting
- Fall:
  - Refine Preferred Land Use Alternative
  - Hold Public Open House
  - Prepare Draft Basalt Creek Concept Plan



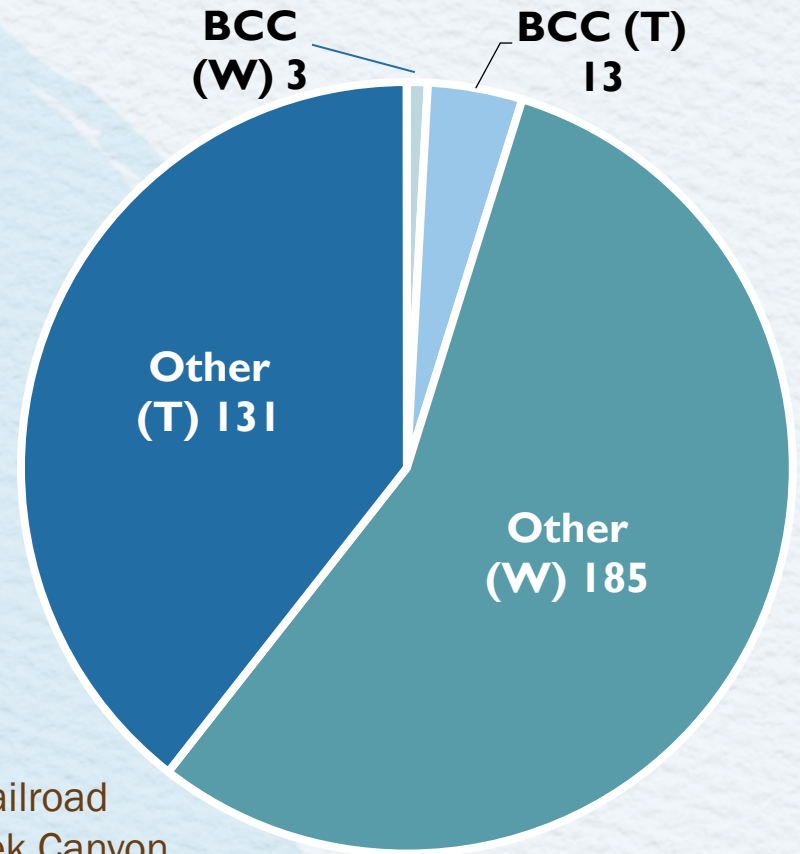
# Additional Information

## Option 3: Total Acres Added



WRR = West Railroad  
BCC = Basalt Creek Canyon  
Other = All other land

## Option 3: Total Developable Acres

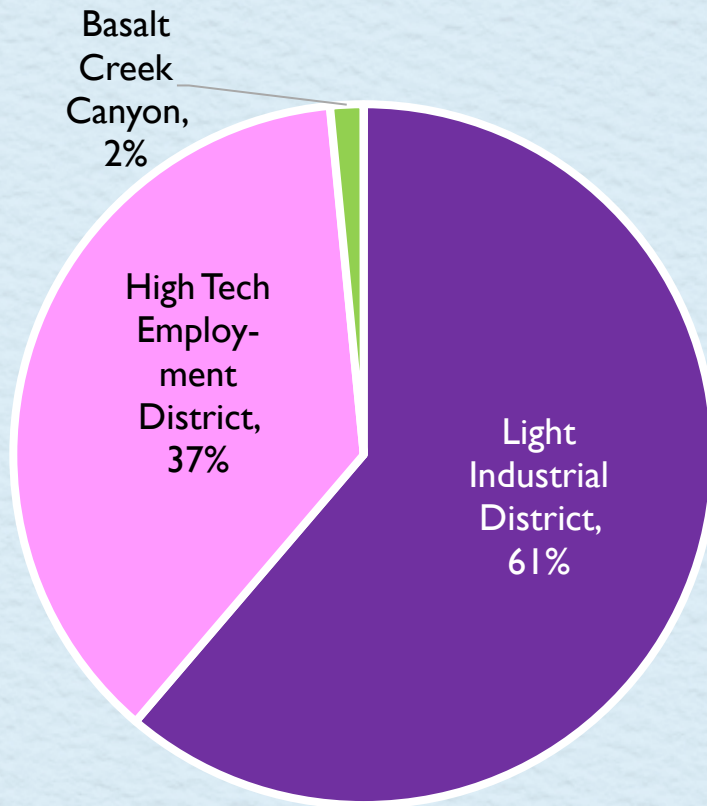


Total land in full study area – 847 acres

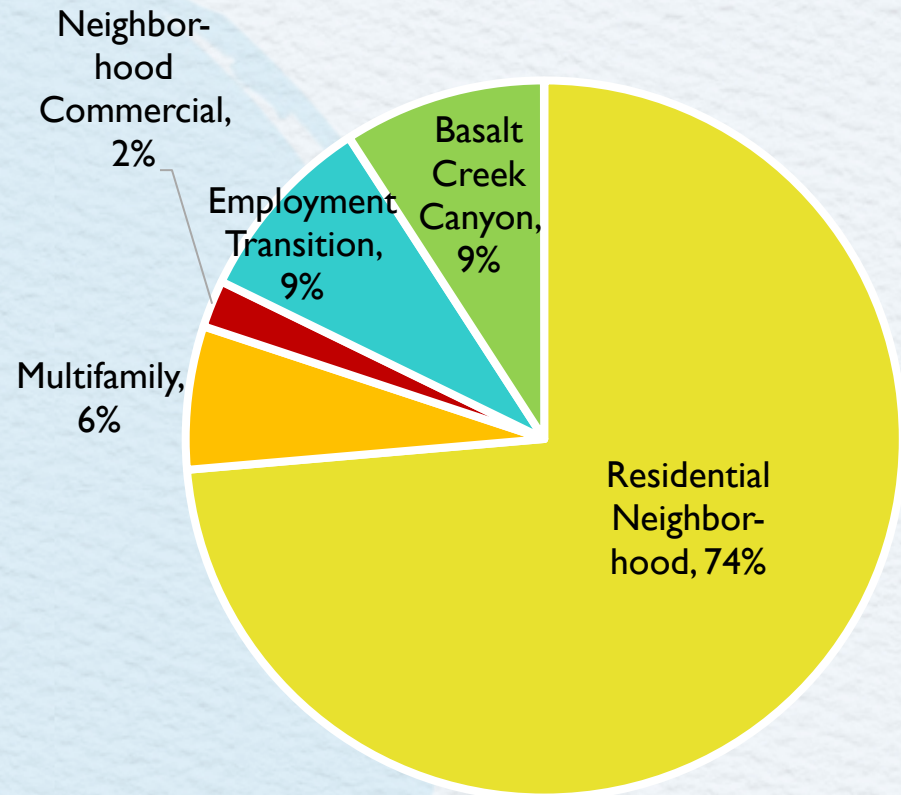
8 Total Vacant Developable land (excluding West Railroad) – 331 acres

# Option 3: Land Use Mix

## Wilsonville



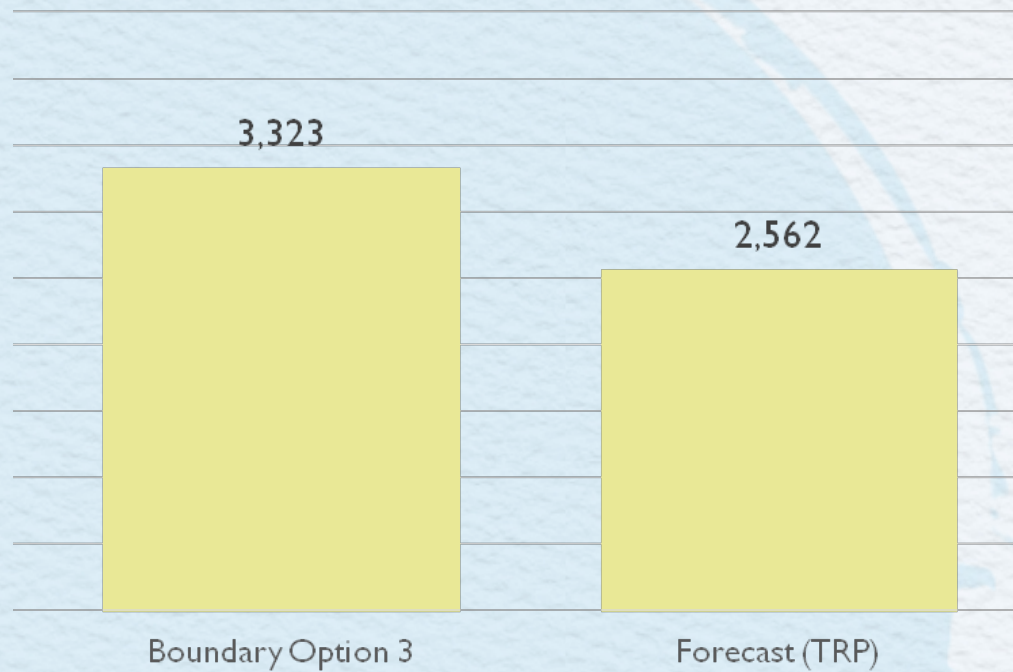
## Tualatin



% of developable acres excluding West Railroad

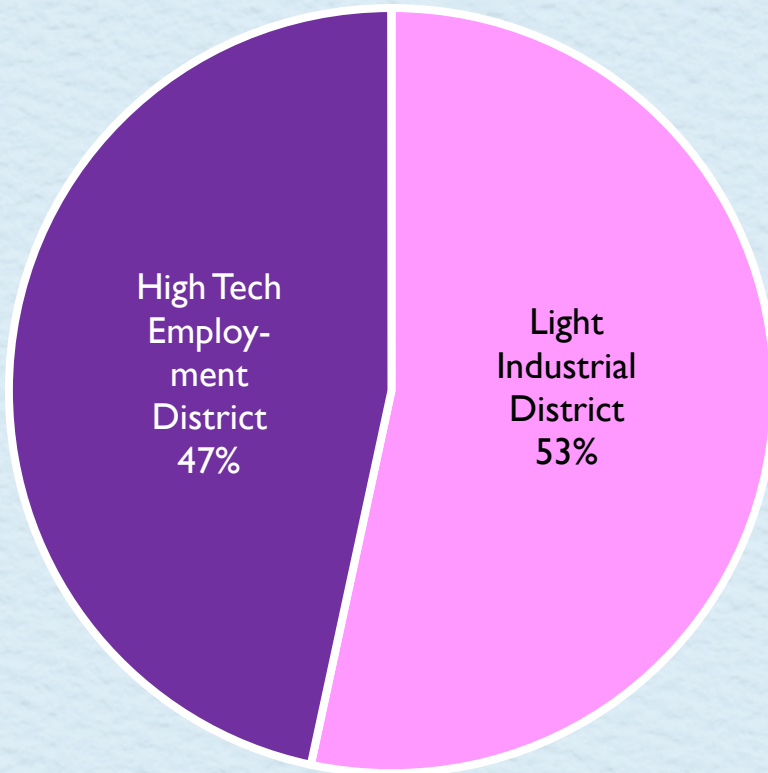


# Option 3: Number of Jobs



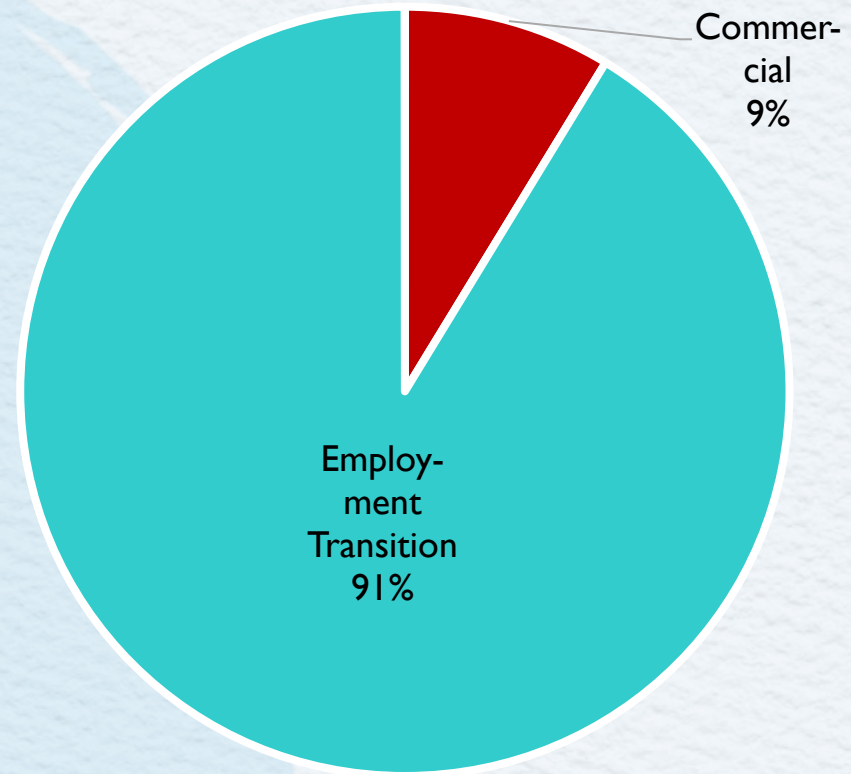
# Option 3: Number of Jobs

## Wilsonville



Total Jobs: 2,922

## Tualatin



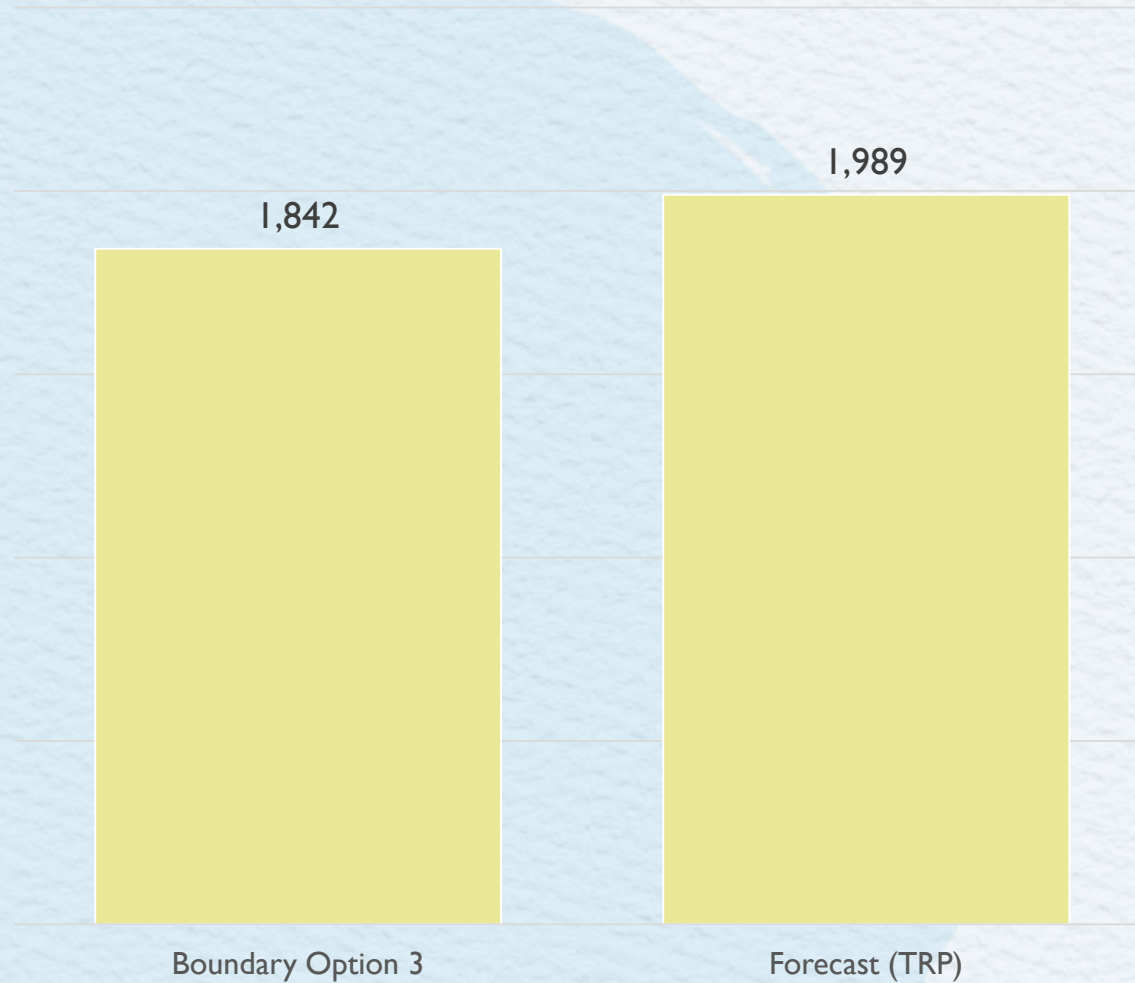
Total Jobs: 400

# Option 3: Households



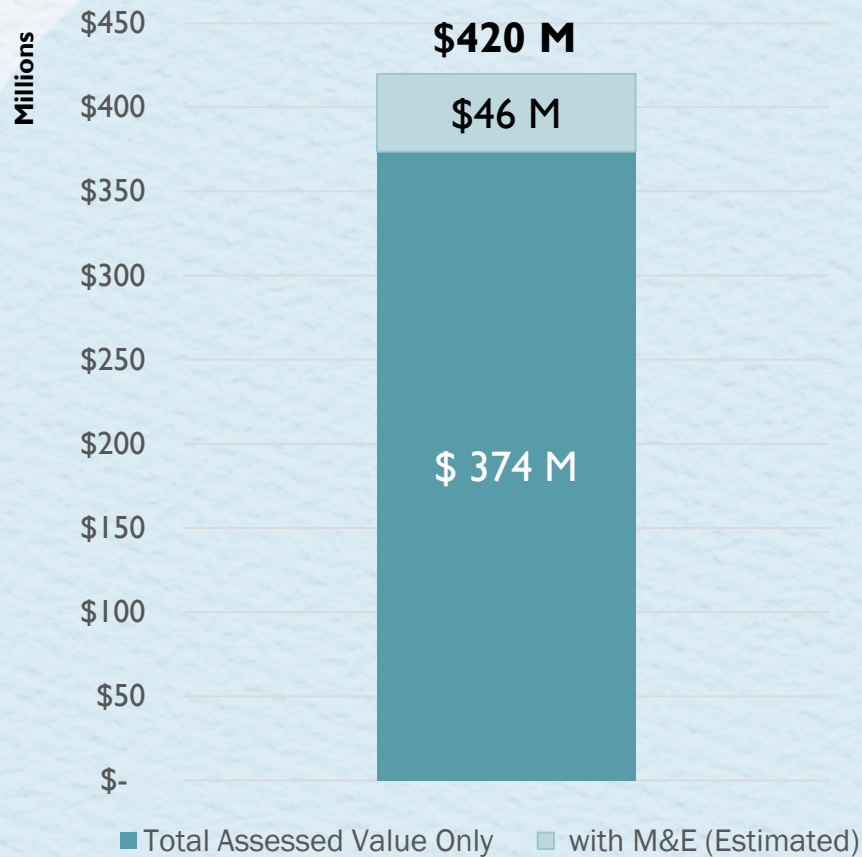


# Option 3: Total Trips

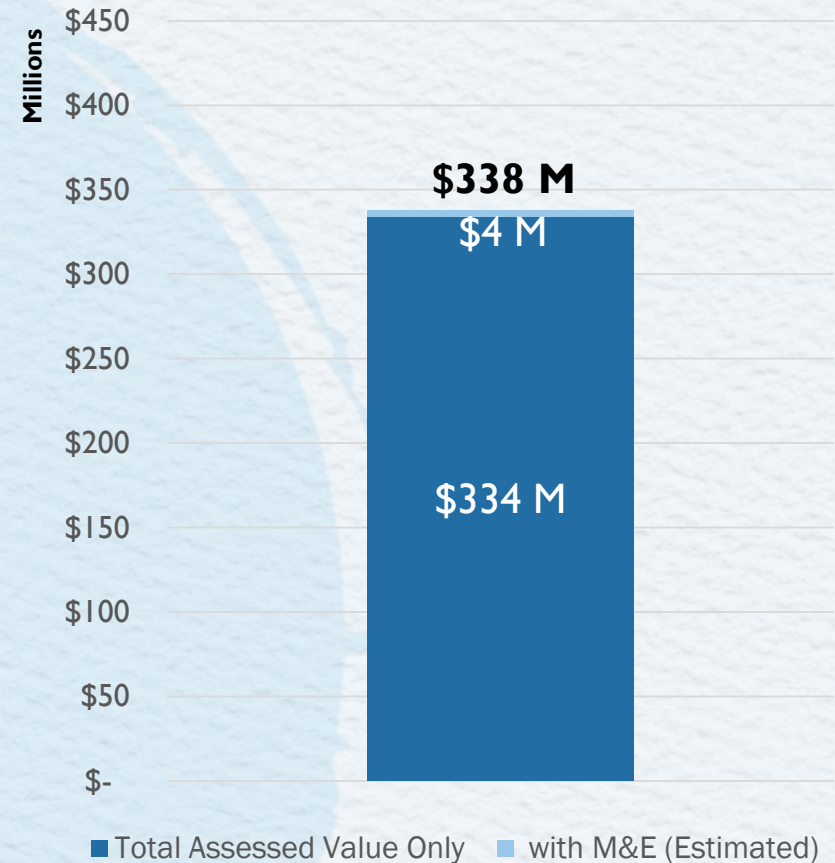


# Option 3: Assessed Value at Buildout

## Wilsonville



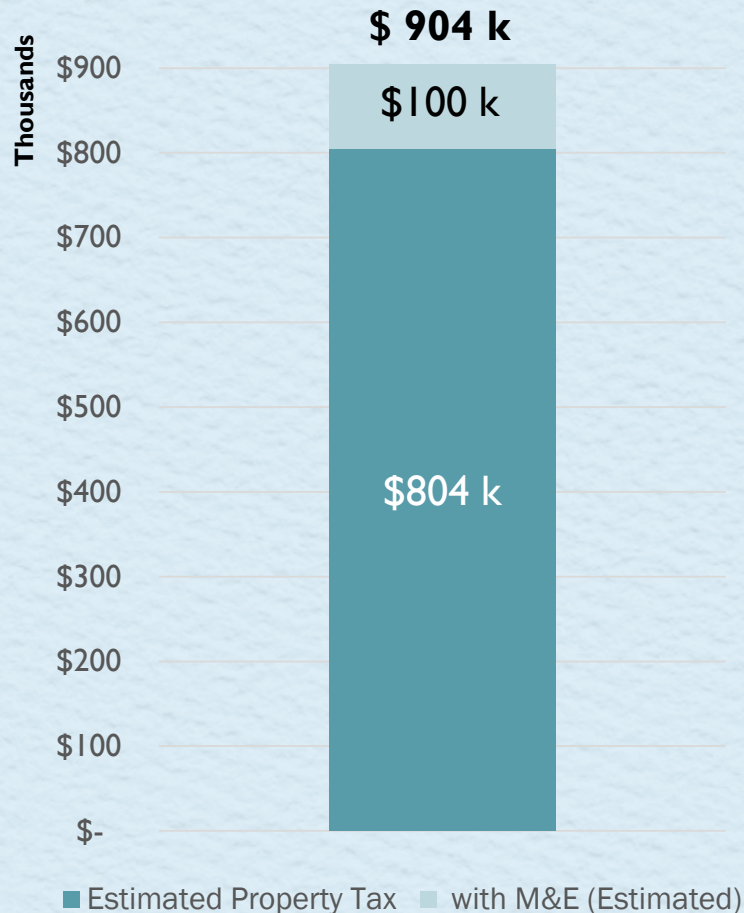
## Tualatin



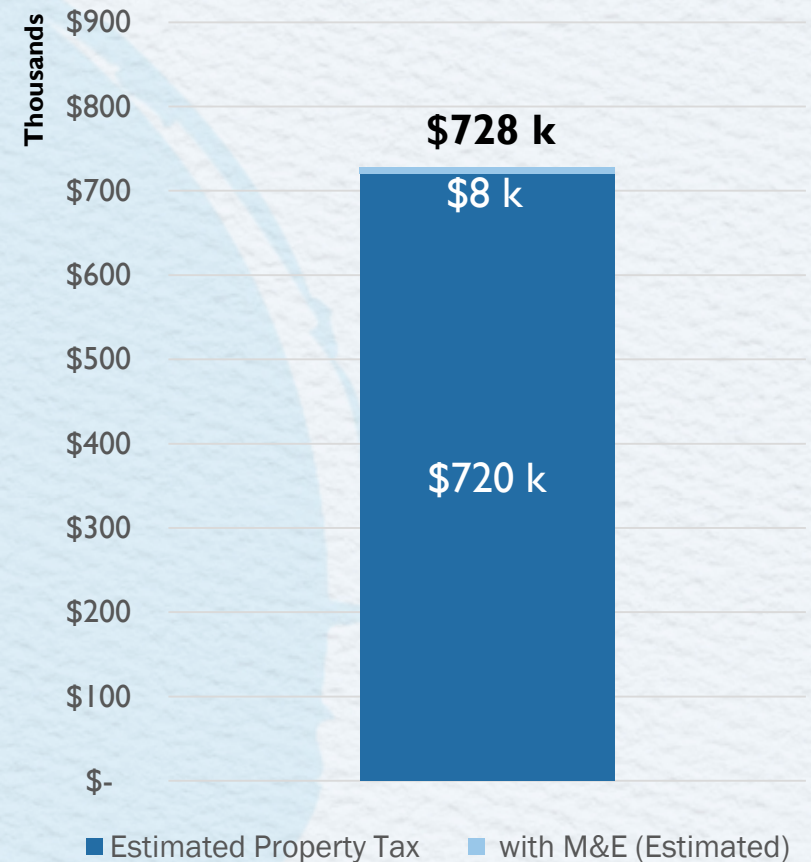


# Option 3: Annual Property Tax at Buildout

## Wilsonville



## Tualatin



# Boundary Comparison

Indicators all dollar values shown in millions	Tualatin Option 1	Wilsonville Option 1	Tualatin Option 2	Wilsonville Option 2	Tualatin Option 3	Wilsonville Option 3
<b>Developable Acres</b>	201 ac	190 ac	155 ac	236 ac	144 ac	188 ac
WRR & BCC Acres*	10 ac	63 ac	12 ac	61 ac	13 ac	3 ac
Unconstrained Dev Acres	191 ac	127 ac	143 ac	175 ac	131 ac	185 ac
<b>Households</b>	906	36	755	75	800	80
<b>Jobs</b>	1,600	2,000	1,000	2,800	400	2,900
<b>Assessed Value</b>	\$483 M	\$305 M	\$371 M	\$423 M	\$338 M	\$420 M
<b>City Property Tax</b>	\$1.0 M	\$0.7 M	\$0.8 M	\$1.0 M	\$0.7 M	\$0.9 M

\*highly constrained areas



# How the Boundary Responds to Joint Council Input (Consultant Team Summary)

- Equity viewed through lens of developable acres, phasing, infrastructure costs, and more balanced property tax return.
  - Tualatin with overall higher ROI and a near-term ROI from residential development.
  - Wilsonville with a little more land to offset higher overall infrastructure costs, longer term ROI, and responsibility for most of jobs.
  - Property tax revenue more balanced.
- More cohesive industrial district for Wilsonville. Employment uses are compatible between cities and will be cohesive in design.
- Transition zones will include higher level of design and landscaping to buffer residential areas from employment uses.
- Preservation of natural and sensitive environmental areas – Tualatin with majority of Basalt Creek canyon adjacent to residential uses.
- Tualatin jurisdiction includes existing residential community on Boones Ferry Road to ensure cohesive residential zone.
- West Railroad taken out of equation. No employment or development assumed due to significant environmental, transportation and infrastructure cost. Plan will enable property owners to develop if they pay for infrastructure.